

DEPARTMENT OF CITY PLANNING RECOMMENDATION REPORT

City Planning Commission

Date: Thursday, March 8, 2018

Time: 8:30AM

Place: John Ferraro Council Chamber, Room 340

Public Hearing: Not required. (Hearing held in the

community on June 23, 2016)

Appeal Status: n/a
Expiration Date: n/a
Multiple Approval: n/a

Case No.: CPC-2014-1456-SP

CPC-2014-1457-SP

CEQA No.: ENV-2014-1458-EIR-SE-CE

Incidental Cases: n/a

Related Cases: CPC-1984-226-SP

CPC-1996-220-SP

Council No.: 5-Koretz, 11-Bonin
Plan Area: Brentwood-Pacific

Palisades, Palms-Mar Vista-Del Rey, LAX, Venice, West Los Angeles, Westchester-

Playa Del Rey, and

Westwood Community Plan

areas

Specific Plan: Coastal Transportation

Corridor Specific Plan and

West Los Angeles

Transportation Improvement and Mitigation Specific Plan

and whigand

Certified NC: Multiple

GPLU: n/a **Zone**: n/a

Applicant: City of Los Angeles

Representative: n/a

PROJECT LOCATION:

The Project involves two existing specific plan areas as follows:

The Coastal Transportation Corridor Specific Plan area is generally bounded by the City of Santa Monica on the north, Imperial Highway on the south, the San Diego Freeway (I-405) on the east, and the Pacific Ocean on the west.

The West Los Angeles Transportation Improvement and Mitigation Specific Plan area is generally bounded by: the City of Beverly Hills, Beverwil Drive, Castle Heights Avenue, National Boulevard, Hughes Avenue on the east; Sunset Boulevard on the north; the City of Santa Monica and Centinela Avenue on the west; and Venice Boulevard on the south.

PROPOSED PROJECT:

The Proposed Project consists of amendments to two transportation Specific Plans on the Westside of the City, the Coastal Transportation Corridor Specific Plan and West Los Angeles Transportation Improvement and Mitigation Specific Plan (CTCSP/WLA TIMP).

The proposed amendments include:

1) Updates to the transportation impact assessment fee (TIA fee) programs, including revisions to the fees, exemptions, and credits; and

2) Updates to the list of transportation improvements to be funded, in part, by the impact fees collected from new development.

REQUESTED ACTION:

- 1. **Approval** of the Amendments to the CTCSP and WLA TIMP Ordinances (Exhibits B1 and B2) and recommend its Adoption by City Council;
- 2. **Approval** of the Administrative Fee Resolution (Exhibit B3) and recommend its Adoption by City Council;
- 3. Adopt the Environmental Resolution (Exhibit C3);
- 4. Approval of the Livable Boulevards Streetscape Plan (Exhibit B5).
- 5. Adopt the Staff Recommendation Report as its report on the subject.
- 6. Pursuant to Section 21082.1(c)(3) of the California Public Resources Code, the consideration and **certification** of the Environmental Impact Report (EIR), ENV-ENV-2014-1458-EIR-SE-CE, SCH No.2014051070; **Adoption** of Findings; **Adoption** of MMP; and **Adoption** of the Statement of Overriding Considerations;
- 7. Pursuant to CEQA Guidelines, Section 21080(b)(8), **determine** the Project is exempt from CEQA.
- 8. Pursuant to CEQA Guidelines, Sections 15301, 15304, and 15308, **determine** the project is exempt from CEQA, and that there is no substantial evidence demonstrating that an exception to a categorical exemption pursuant to CEQA Guidelines, Section 15300.2 applies.

RECOMMENDED ACTIONS:

- 1. APPROVE the Staff Recommendation Report as the Commission Report.
- 2. ADOPT the Environmental Resolution (Exhibit C3) which:
 - a. Certifies the CTCSP and WLA TIMP Environmental Impact Report No. ENV-2014-1458-EIR-SE-CE (SCH No. 2014051070) dated, January 2016 and the Final EIR, dated September 2016 (collectively, the CTCSP and WLA TIMP Amendment EIR);
 - b. Adopts environmental findings;
 - c. Adopts a Statement of Overriding Considerations; and
 - d. Adopts the Mitigation and Monitoring Program.
- 3. **DETERMINE** that based on the whole of the administrative record, the Project is exempt from CEQA pursuant to Public Resources Code, Section 21080(b)(8).
- DETERMINE that based on the whole of the administrative record, the Project is exempt from CEQA pursuant to CEQA Guidelines, Sections 15301, 15304, and

15308, and there is no substantial evidence demonstrating that an exception to a categorical exemption pursuant to CEQA Guidelines, Section 15300.2 applies.

- 5. **APPROVE** the Livable Boulevards Streetscape Plan (Exhibit B5).
- 6. **APPROVE** and **RECOMMEND** the City Council Adopt the Amendments to the CTCSP and WLA TIMP Ordinances (Exhibits B1 and B2).
- RECOMMEND the Council Adopt the Administrative Fee Resolution (Exhibit B3), including findings under the Mitigation Fee Act, Updates to TIA Fee, and Updates to TIA Projects.

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PROJECT ANALYSIS

PROJECT SUMMARY

The Proposed Project amends two existing transportation improvement and mitigation Specific Plans that regulate Transportation Impact Assessment (TIA) fee programs on the Westside.

Overview of the Existing Specific Plans

The Coastal Transportation Corridor Specific Plan (CTCSP) and the West Los Angeles Transportation Improvement and Mitigation Specific Plan (WLA TIMP) were first adopted in 1985 and 1997 respectively. The plans help mitigate the cumulative impacts of development by requiring new development to contribute a fair share towards completing needed regional transportation improvements, in addition to completing required project specific mitigations. The Specific Plans assess one-time TIA fees on qualifying new development and identify a comprehensive set of transportation improvements that are funded in part by the fee revenue.

Why the Specific Plans are Being Updated

Many of the transportation projects envisioned to be funded through the currently effective Specific Plans' respective fee programs are either already completed or deemed infeasible due to physical roadway constraints. Additionally, in the decades since the adoption of the CTCSP and WLA TIMP, new state legislation related to reducing greenhouse gas emissions and planning for multimodal transportation networks has reshaped the City's approach to transportation planning. In 2015, the City adopted Mobility Plan 2035 (a General Plan Element), which lays the policy foundation for safe, accessible, and enjoyable streets for pedestrians, bicyclists, transit users, and vehicles throughout the City of Los Angeles. The proposed amendments to the Specific Plans would serve as an implementation tool for Mobility Plan 2035 on the Westside.

This Specific Plan update effort, branded the *Westside Mobility Plan*, occurred concurrently with the development of Mobility Plan 2035 (MP 2035). From 2009 to 2015, the Departments of City Planning (DCP) and Transportation (DOT) conducted a broad outreach effort with Westside communities, local governmental agencies, and neighboring jurisdictions, to help shape the proposed amendments to the Specific Plans.

What is Proposed

The proposed amendments include updates to:

- 1. The TIA fee program, including revisions to the fee schedule, exemptions, and credits; and
- 2. The lists of transportation improvements to be funded, in part, by the TIA fees

Notable components of the proposed fee program include establishing a uniform fee across both Plan areas; removing fee exemptions for residential uses and local serving uses; and providing an affordable housing exemption and credit. The proposed commercial fees range from \$2.20 to \$25 per square foot and the proposed residential fees range from \$2,804 to \$8,847 per dwelling unit. The proposed update takes into consideration an analysis of cumulative impact fees. (See sub-section titled Modernized Fee on page A-9.)

Consistent with MP 2035, the proposed lists of transportation improvements aim to improve connectivity, access, and safety on the Westside by providing convenient transportation options for everyone, including transit riders, bicyclists, pedestrians, and drivers.

BACKGROUND

Initiation

The proposed amendments were initiated in response to two Council Motions which call for updates to the TIA fee programs established through the CTCSP and WLA TIMP, including the lists of future transportation improvement projects that are eligible for TIA fee funding.

- Council File 07-0287, 01/03/07 (Rosendahl-Greuel): Directed the Department of Transportation, in coordination with the Department of City Planning and the City Attorney's Office, to update the CTCSP's <u>trip generation tables</u> and <u>TIA fees</u> and revise the <u>list of transportation improvements</u> to "include a broad array" of multimodal transportation improvements.
- Council File 08-0229, 01/29/08 (Weiss-Rosendahl-Greuel): Directed the Department of Transportation, in coordination with the Department of City Planning and the City Attorney's Office, to amend the WLA TIMP to reflect an <u>up-to-date list of planned infrastructure</u>. Council also directed the Department of City Planning to prepare a <u>Nexus Study</u> to evaluate the proportional impacts of new development on the need for additional infrastructure.

Consequently, DOT and DCP began developing the multiple study components necessary for updating the CTCSP and WLA TIMP. The effort included a Technical Advisory Committee (TAC), stakeholder outreach, and technical analyses that resulted in the following: the Westside Mobility and Rail Connectivity Study, the Westside Parking Study, the Livable Boulevards Streetscape Plan, the TIA Fee Program Study Report (Nexus Study), an economic feasibility study, and a Westside Transportation Demand Model.

In January 2016, the City published drafts of the proposed updates to the CTCSP and WLA TIMP and a Draft EIR. In June 2016, the City published revised drafts of the CTCSP and WLA TIMP in response to input received, and held a public hearing for the proposed plans. In September 2016, the City published a Final EIR with the response to comments received on the Draft EIR.

CTCSP and WLA TIMP History

In the 1980s the concept of an incremental mitigation fee on new development was identified by the City as a means to address transportation concerns and realize the policy vision of the local Community Plans. The CTCSP, originally adopted in 1985 and updated in 1993, was the first impact fee program in the City. Shortly thereafter, two interim TIA fee programs were established for the Westwood Regional Center and the Westwood/West Los Angeles Community Plan area. Both of these programs were replaced by the WLA TIMP in 1997. Together, the CTCSP and WLA TIMP assess TIA fees in the geographic area of Los Angeles commonly referred to as "the Westside" (see map in **Exhibit A**).

TIA fee programs serve as local transportation funding sources that allow the City to leverage additional regional, state and federal funding. The CTCSP fee program has accumulated over \$30 million dollars in revenue since inception and has leveraged almost three times that amount in additional funding. The West LA fee program has accumulated over \$20 million dollars in revenue since inception and has leveraged almost four times that amount in additional funding. Historically, these programs have contributed funding for roadway improvements, roadway widenings, freeway on-ramps and off-ramps, signal upgrades, intersection improvements, and transit improvements on the Westside (see **Table 1**).

Table 1: Specific Plan Improvement Projects Completed or In Progress

CTCSP	WLA TIMP
 Sepulveda Blvd Transportation Improvement; Lincoln Blvd to Centinela Ave Marina Fwy Extension; Culver Blvd to Lincoln Blvd Arbor Vitae Street Widening; La Cienega Blvd to Airport Blvd Centinela Avenue Widening; Sepulveda Blvd to Culver Blvd La Tijera Blvd Bridge widening over I-405 I-105 Freeway WB off-ramp at Sepulveda Blvd Signal system upgrades Intersection Improvements (13 of the 14 have been completed, implemented primarily through the developer traffic mitigation requirements per CEQA) 	 Santa Monica Transit Parkway Project Sepulveda Blvd between Santa Monica Blvd and Sepulveda Pass Overland Ave Bridge widening Century City TMO Wilshire Bus Rapid Transit Expo LRT Phase 2 – Sepulveda Grade Separation Signal system upgrades (including Century City traffic control system) Intersection Improvements (15 of the 24 have been completed; all 14 signalized intersections locations have been completed.)

Transportation Impact Fees in Other Cities

Fee programs are a common tool used by cities to help fund transportation improvements. Neighboring local jurisdictions, including the Cities of Santa Monica, Pasadena, Long Beach, and West Hollywood, have also adopted TIA fee programs (see **Appendix B, Table B-1**). Most of these cities assess fees on new residential development in addition to commercial and industrial development. The CTCSP and the WLA TIMP do not currently assess fees on new residential development.

State Legislation

State laws regarding transportation planning and transportation impact mitigation have directly shaped the proposed updates to the CTCSP and WLA TIMP.

SB 375: Sustainable Communities Act (2008)

SB 375 was enacted to reduce greenhouse gas emissions from automobiles and light trucks through integrated transportation, land use, housing and environmental planning. Under SB 375, the City must conform to a Sustainable Communities Strategy that provides a plan for meeting emissions reduction targets set forth by the California Air Resources Board. This requires transportation plans and their associated fee programs to consider non-vehicular modes of travel, such as public transit, biking and walking and plan for the infrastructure needed to make these modes a viable option for those that live and work in the community.

AB 1358: Complete Streets Act (2008)

The 2008 Complete Streets Act mandates that the General Plan's Circulation Element (i.e. MP 2035 for the City of Los Angeles) plan for a balanced, multimodal transportation network that meets the needs of all users of streets. Compliance with the Complete Streets Act is expected to result in increased options for mobility; increased non-driving modes of travel; fewer greenhouse gas emissions; more walkable communities; and fewer travel barriers for active transportation users and for those who cannot drive (including children and people with disabilities), do not have the option of driving, or would choose not to drive if they had an alternative.

SB 743: Updating Transportation Impacts Analysis in the CEQA Guidelines (2013)

SB 743 changes the way cities measure transportation-related project impacts and mitigate transportation impacts. SB 743 encourages projects to reduce their GHG emissions by reducing the vehicle miles the project generates. The proposed updates to the CTCSP and WLA TIMP are consistent with this legislation as they represent long-term transportation mitigation plans with the goal of reducing Vehicle Miles Traveled (VMT).

City of Los Angeles General Plan and Executive Directive

Mobility Plan 2035 (MP 2035) (2015)

MP 2035, the Circulation Element of the City's General Plan, plans for a balanced, multimodal transportation network and lays the policy foundation for safe, accessible, and enjoyable streets for pedestrians, bicyclists, transit users, and vehicles throughout the City of Los Angeles, including on the Westside. MP 2035 provides the policy framework for future planning documents, such as the proposed updates to the CTCSP and WLA TIMP, to take a closer look at the transportation conditions in specific geographies of the City and recommend strategies or establish mechanisms (e.g. TIA fee programs) for realizing the vision of MP 2035. The proposed updates to the CTCSP and WLA TIMP recommend a range of multimodal transportation improvements for the Westside consistent with MP 2035's enhanced networks and policies.

Plan for a Healthy Los Angeles (2015)

Plan for a Healthy Los Angeles, the Health and Wellness Element of the General Plan, describes a balanced, affordable, and sustainable transportation system as a cornerstone of a healthy city.

Mayoral Executive Directive No. 19 (2017)

Mayor Garcetti's Executive Directive 19 will allow the City to build transit infrastructure more quickly and efficiently by fostering collaboration among City departments, and with Metro.

ISSUES

New Transportation Policy Framework

As outlined above, numerous State and local policies and regulations regarding transportation have been adopted since the two Specific Plans were last updated over 20 years ago. This new policy framework requires transportation plans to address mobility goals, safety goals, and environmental goals by planning for a balanced, multimodal urban transportation network.

New Regional Transit for the Westside

Transportation conditions on the Westside have evolved in the decades since the CTCSP and WLA TIMP improvement lists were last updated. Transformative transit projects such as the Metro Expo Line and future Purple Line extension and Crenshaw/LAX Line were not accounted for under the current Specific Plans. An update to these Specific Plans presents an opportunity to enhance the Westside's growing rail system with complementary multimodal improvements that enhance connectivity and access.

¹ The State and the City of Los Angeles are in a transition period with respect to implementing SB 743. While Los Angeles has adopted policy goals to reduce vehicle miles traveled (VMT), the City is still in the process of integrating VMT based metrics into its traffic impact analysis framework and transportation mitigation procedures. Until the OPR Guidelines implementing SB 743 are finalized and become effective, and/or the City adopts new VMT thresholds, the City will continue to evaluate individual developments and implement infrastructure projects considering LOS. In the future, the reduction of VMT will officially become the City's priority, and mitigation measures that only reduce delay may no longer be required and therefore may not be implemented.

Completed Transportation Improvement Project Lists

Many of the transportation projects identified two decades ago in the existing improvement lists are either already completed or have since been determined to be infeasible due to physical roadway constraints.

Existing Fee Exemptions & Development Trends

All new development contributes to the growing demands on the Westside's transportation system. Development trends indicate that much of the development occurring on the Westside is residential and retail development (see **Table 2**). However, residential and local serving retail uses have not been subject to fees. The current TIA fee programs assess fees only on select commercial and industrial development projects.

Table 2: Development Trends

Net New Residential Dwelling Units¹Net New Commercial Space²Estimated Net Change in Housing Units in theEstimated Change in Non-Residential DevelopmentWest Area Planning Commission Area, 2010-2015in the West Area Planning Commission area, 2010-2014				
Single Family	Multifamily	Retail	Office	Industrial
- 84 dwelling units	5,307 dwelling units	1,517,318 square feet	- 843,535 square feet	- 454,449 square feet

- 1. Source: 2015 Growth and Infrastructure Report published by the City of Los Angeles Department of City Planning (November 1, 2016).
- 2. Source: 2014 Growth and Infrastructure Report published by the City of Los Angeles Department of City Planning (November 7, 2014).

Differences between the CTCSP and WLA TIMP

Although both Specific Plans share the same intent and collect fees that serve the same purpose, the WLA TIMP and the CTCSP currently provide differing fee calculation methods, exemptions and credit opportunities. The plans also differ with respect to terminology, payment procedures, appeal procedures and appellate bodies. These nuanced differences create unnecessary administrative complexities and present communities and applicants with greater uncertainty in these two contiguous plan areas.

PROPOSED PROJECT

The Proposed Project consists of amendments to CTCSP and WLA TIMP. The following section describes the updated list of improvements; the modernized TIA fee methodology, fee schedule and exemptions; and updated administrative procedures.

Update the Transportation Improvement List

As called for by Council Motion (CF 07-0287), "new priorities and new strategies need to be developed" to address transportation issues on the Westside. In order to continue funding transportation improvements on the Westside, a new list of transportation improvements, focused on multimodal improvements that can be achieved primarily within existing right-of-ways, is needed.

The Specific Plans exist to fund transportation improvements with the intention of mitigating the impacts of new development. Historically, roadway widening projects have been used to mitigate traffic impacts and improve Level of Service (LOS); this is the primary approach currently used by the two existing Specific Plans. However, in today's built-out urban environment, there is limited opportunity to expand existing right-of-way. The addition of new right-of-way to the City's street network is inconsistent with MP 2035 goals and policies regarding the use of existing right-

of-way and the reduction of VMT. Additionally, research has shown that adding roadway capacity does not reduce congestion, but rather induces more vehicle travel as well as greenhouse gas emissions associated with that additional vehicle travel.²

The proposed updated lists of transportation improvements that are eligible for TIA fee funding are designed to mitigate impacts by reducing VMT on the Westside. The reduction of VMT helps achieve state, regional and local policies regarding Complete Streets, sustainable communities, active transportation, and greenhouse gas reduction.

Objectives of the Transportation Improvements

The proposed list of transportation improvement projects, which were identified through public outreach and an analysis of completed projects, aim to achieve the following purposes:

- 1. Implement City and State policies that reprioritize transportation improvements to focus on access to transit and active transportation as strategies to reduce dependence on vehicular travel, and reduce VMT and associated greenhouse gas emissions.
- 2. Improve mobility options within the Plan area by providing transportation options and accommodations for multiple modes of travel (i.e., transit, bicycle, pedestrian, vehicle), primarily within existing available right-of-way, as part of a transportation system that is consistent with the City's General Plan.
- 3. Produce fewer auto trips per capita and decrease VMT per capita by increasing multimodal transportation options and promoting best practices in Transportation Demand Management.
- 4. Enhance mobility and connectivity along key transportation corridors, particularly by planning for dedicated transit lines that serve north-south corridors, including Lincoln and Sepulveda Boulevards, and provide connections to planned east-west transit lines.
- 5. Enhance the transportation system by planning for better regional transit connectivity and "first mile-last mile" solutions (such as better pedestrian conditions, bike share, improved bicycle facilities, and circulator bus service).
- 6. Encourage walking and bicycling as a means to safely and conveniently access transit and circulate within and between neighborhoods.
- 7. Enhance the streetscape environment and reinforce the neighborhood identity on portions of major arterials by using a consistent palette of amenities to improve streetscape aesthetics; promoting sustainable landscaping practices; creating a more inviting pedestrian environment that can support local commerce; and providing a pleasant and safe active transportation experience.
- 8. Encourage parking strategies, such as demand-based pricing schemes, capacity management, and travel demand management programs to manage parking supply.

The proposed improvements also implement the City's General Plan Health Element, Plan for a Healthy Los Angeles, by offering transit and active transportation options that are proven strategies for improving health outcomes.

² Handy, S. (2015). Increasing Highway Capacity Unlikely to Relieve Traffic Congestion. *National Center for Sustainable Transportation*, Policy Brief. http://www.dot.ca.gov/research/research/reports/2015/10-12-2015-NCST_Brief_InducedTravel_CS6_v3.pdf

Proposed List of Multimodal Transportation Improvements

The proposed updates to the project lists envision a comprehensive network of transportation options and accommodations for multiple modes of travel. Proposed improvements to transit, active transportation, the streetscape environment, and roadway and transportation demand management are summarized below. (See **Exhibit B3** for an itemized list of the proposed transportation improvements.)

Transit

The proposed transit improvements enhance mobility along key Westside transportation corridors particularly by planning for dedicated transit lines that serve north-south corridors and that provide connections to planned east-west regional transit lines, such as the Expo Line and the future Metro Purple Line extension. Transit projects proposed include Bus Rapid Transit (BRT) service with dedicated right-of-ways along Lincoln Boulevard and Sepulveda Boulevard, improvements to existing local or rapid bus lines, and the creation of new circulator bus routes (i.e. DASH service). These transit improvements will provide connections to local destinations and to regional transit stations as well as improved transit reliability and efficiency.

Active Transportation

Proposed active transportation projects aim to improve the presence and quality of bicycle and pedestrian facilities, enhance pedestrian and bicycle safety, increase access to bicycles, increase the quality of the pedestrian environment, and provide transit connections.

Improvements to the presence and quality of bicycle facilities include projects such as bike lanes, which demarcate space for bicyclists; cycle tracks, which provide separated and protected space for bicyclists; and Neighborhood Enhanced Streets (identified on the Neighborhood Enhanced Network (NEN) in MP 2035), which include traffic calming measures and route signage for bicyclists. Improvements to bicycle access include the creation or expansion of a bikeshare system, which allows members to use bicycles on demand. Improvements to transit connections include mobility hubs, which provide information and secure bike parking at transit stations, intended to bridge the first and last mile of a rider's commute.

Pedestrian safety improvements include curb extensions, enhanced crosswalks, and upgraded lighting. Pedestrian environment improvements include landscaping, shade, shelters, and directional signage. Transit connection and streetscape projects include many of these same improvements, focused around high-volume transit stations.

Livable Boulevards Streetscape Plan

The Livable Boulevards Streetscape Plan documents the streetscape vision and provides a blueprint for streetscape improvements for five key Westside street segments: Centinela Avenue, Motor Avenue, Pico Boulevard ("Pico Green"), Pico Boulevard ("Pico Patricia"), and Venice Boulevard (see **Exhibit B5**, *Livable Boulevards Streetscape Plan*). By identifying pedestrian safety and aesthetic enhancements, the Streetscape Plan aims to improve the overall corridor aesthetics and livability, reinforce neighborhood identity, and support a safe and pleasant active transportation and transit experience on a street. The Streetscape Plan identifies a consistent palette of streetscape amenities (such as street benches, trash receptacles, street lighting, and trees for each segment) as well as supports improvements such as crosswalks, curb extensions, medians, stormwater parkway treatments, and gateway signs.

The Streetscape Plan was prepared with extensive community input. Notably, many of the streetscape segments were selected based on previous community-initiated visioning efforts. Building off of these previous efforts, Planning staff conducted community walking tours,

surveys, and workshops in order to build consensus around the streetscape concepts. Additionally, the city departments responsible for public right of way improvements provided technical review. For more information about the work initiated for each segment, see the "History" section in Appendix B.1 to B.5 of the Livable Boulevards Streetscape Plan.

The Livable Boulevards Streetscape Plan is conceptually similar to other streetscape efforts recently undertaken by the Department, namely the Crenshaw Streetscape Plan (approved by City Planning Commission in September 2015) and the Expo Corridor Streetscape Plan (currently proceeding through the adoption process and presented to City Planning Commission in November 2017). The Livable Boulevards Streetscape Plan has been approved in concept by the Cultural Affairs Commission; with approval by the City Planning Commission and the Board of Public Works, future development implementing street improvements will need to be consistent with the Livable Boulevards Streetscape Plan. The adoption of the Livable Boulevards Streetscape Plan is a final action by the CPC; therefore, the CPC is required to environmentally clear the streetscape plan prior to approval. Environmental clearance includes certification of the EIR for the entire Project, as well as determinations of exemption (the streetscape plan is categorically exempt and the TIA fee update is statutorily exempt).

Roadway & Transportation Demand Management

Projects related to roadway improvements and Intelligent Transit Systems (ITS) focus on maximizing the efficiency of vehicle use on the road. These projects improve traffic flow by providing left turn lanes, signal timing and coordination upgrades, signal detectors, and monitoring and response technology. Projects that directly reduce auto trips generally use either a direct financial incentive or disincentive to influence travel behavior. Some projects within this category focus on providing more information about transportation options, and others focus on connecting program participants to the resources they need to change behavior, such as innovative rideshare and carpooling services.

Transportation Improvement Implementation

Adoption of the list of transportation improvements does not approve or guarantee construction; rather the list is a selection of priority improvements that are eligible for TIA fee funding. Like the previous Specific Plan improvement projects, the proposed transportation improvements are expected to be funded through a combination of TIA fees and grant funds and are expected to be implemented over the next few decades by City-initiated efforts, through new development, and by community groups. Three factors that affect implementation are outlined below.

<u>City-Initiated Implementation.</u> Implementation timing will depend on multiple factors including future opportunities and external grant funding. While an Administrative Fee Resolution (**Exhibit B3**) offers guidance on how TIA fee funding shall be allocated between four improvement categories (transit, active transportation, roadway improvements and trip reduction), the prioritization of the individual transportation improvements on the list will be determined by future policy decisions. Additionally, MP 2035 includes policies to guide transportation project prioritization, such as utilizing data to prioritize transportation projects based upon safety, public health, equity, access, vulnerable social characteristics, social benefits, and/or economic benefits.

New Development Can Implement Transportation Improvements. New development may satisfy the TIA fee requirement through in-lieu implementation of projects and programs included on the list of transportation improvements. For example, a new development could opt to construct streetscape improvements for the entire length of a Streetscape Plan segment. This in-lieu credit opportunity will accelerate implementation of the improvement list, allow developers to implement improvements that are of immediate benefit to their

development project, and provide immediate benefits to the current residents and businesses in neighborhoods where development is occurring.

Implementation Flexibility. Some improvements on the proposed list of improvements are associated with specific locations (such as corridors or intersections) while other improvements on the list have locations or project features that will be determined in the future. For example, funding can be allocated for mobility hubs, intersection improvements, pedestrian improvements, and bicycle facilities but the precise design features and location where these improvements can occur is not prescribed in the project list.

Modernize Fee

The existing TIA fees, though adjusted annually to account for inflation and market changes, are based on outdated transportation improvements and are assessed on a limited set of land use types. In order to more comprehensively address the impact of new development on the transportation system, the proposed amendments to the TIA fee include updates to:

- The methodology for developing fees. The new VMT-based methodology considers trip generation, trip length, and trip purpose, offering a more refined measurement of the transportation impacts of various land uses. For example, retail uses, which tend to generate shorter local trips, are assessed at a lower fee rate than office uses, which tend to generate longer trips. Due to this comprehensive methodological update there is not a simple comparative relationship between the existing fee amounts and the proposed fee amounts. In other words, the fee for some land uses will increase and the fee for others will decrease. (See Appendix A, Table A-1 for the proposed TIA fee schedule.)
- How land uses are categorized. The existing land use categories included in the fee schedule would be consolidated, reducing over 100 unique land use categories to a proposed list of 18. The proposed fee schedule is meant to be simple to understand, provide greater predictability for the community and developers, and reduce administrative complexities.
- The land uses subject to and exempt from the fee. The fee is proposed to apply to some land uses that were previously exempt. Net new single family and multifamily residential units would be subject to the proposed fee (affordable housing units and accessory dwelling units would remain exempt). Local serving uses, such as local grocery and retail uses, would be subject to a proposed fee that accounts for the shorter trip length associated with local uses.

Updated Exemptions, Credits, and Deductions

The Proposed Plans provide targeted exemptions, credits, and deductions to accommodate categories of projects where the fee may have unintended negative consequences and to align with the City's policy priorities, including the City's goal of providing affordable housing. Additionally, the update clarifies existing deduction and credit opportunities and aligns these provisions between the two plans.

The following uses are currently exempt from fees and are proposed to remain exempt:

- Public and private K-12 educational institutions
- Child Care Facilities
- Buildings used for assembly, whether for religious or secular purposes
- Park and Ride Facilities
- Temporary uses of less than six months in duration

- Governmental or Public Facilities
- Projects on property owned by LAWA and used for aircraft operations or airport operation facilities (such as, terminals, gate areas, and spaces of passenger transportation such as the Intermodal Transportation Facility), not including cargo facilities or maintenance facilities.

Exemptions are also proposed for the following uses:

- 100% Affordable Housing Projects, including any onsite services or commercial uses
- Supportive Housing, Transitional Housing, and Supportive Services for homeless or formally homeless persons
- Accessory Dwelling Units (ADU)
- Eldercare Facilities
- Hospitals

Credits and deductions are proposed to apply in the following scenarios:

- Existing Use and Change of Use Credit. As in the current plans, the TIA fee is assessed only on new development. Existing uses are eligible for TIA fee credit on sites that are being redeveloped. When a development project is a change of use, the fee is calculated on the net change based on the pre-existing use and corresponding fee requirements.
- On-Site Restricted Affordable Housing Units Credit. Covenanted affordable housing units made available to households earning up to 120% of the Area Median Income (AMI) are exempt from the TIA fee and are also eligible for a credit equivalent to the fee amount for two apartment units. Because the proposed Specific Plan updates propose fees on new residential development, an affordable housing credit is critical to supporting the City's policies for planning for a range of housing types. The credit can be used to offset the total TIA fee for commercial or market-rate residential components of a mixed-use or income diverse development. This provision encourages the integration of below-market units into otherwise market-rate residential projects, aligning with the City's Density Bonus Ordinance and Transit Oriented Community's (TOC) Affordable Housing Incentive Program. Although both Specific Plans do not charge a fee on residential uses, the CTCSP currently offers a TIA fee credit for the provision of affordable housing. The proposed credit is an update to the current affordable housing credit offered in the CTCSP. Per the currently effective CTCSP, this credit may not exceed 50% of the otherwise calculated fee amount. The WLA TIMP does not currently offer affordable housing credit.
- Transit Oriented Development (TOD) Deduction. A fee deduction is offered for development near rail stations or bus rapid transit (BRT) stations or stops. Development within a ½ mile from the Metro Expo Line stations and the Wilshire Blvd Peak Hour Bus-Only lane stops would be eligible for a 5% TIA fee deduction. This ½ mile radius reflects the distance individuals are generally willing to walk to or from a transit station. A 10% deduction is offered if a development can demonstrate a ¼ mile walking route to a rail or BRT station/stop. The proposed TOD deduction reflects recent state legislation (AB 3005) as well as community input that the deduction should be restricted to a half mile radius around the transit *station* or *stop* (as opposed to a half mile around the transit *line*, as was considered in earlier drafts).

Establishing a Nexus for Updated Fees

To inform the update of the TIA fees, the City contracted with Fehr & Peers to prepare a Fee Study (**Exhibit B4** - TIA Fee Program Study Report). The Fee Study's primary aim was to

determine the existing relationship (or nexus) between new development that occurs in the study area and the demand for new and expanded multimodal transportation facilities and programs. The Fee Study conforms to the California Mitigation Fee Act and documents the necessary technical analysis to support the following updates to the TIA fee program:

- 1) A TIA fee based on a new list of multimodal transportation improvements;
- 2) A new VMT-based fee methodology that accounts for number of average daily trips, average trip length, and trip purpose³ for each land use category; and
- 3) New TIA fees for single family and multifamily development and updated TIA fees for commercial and industrial uses.

The Fee Study also determines new development's fair share contribution toward mitigating transportation impacts. In the CTCSP and WLA TIMP areas, new development can contribute a legal maximum of **43%** of the total cost of future transportation projects. While the maximum cost percentage is justified under the Mitigation Fee Act, full cost recovery would be inconsistent with the collection of similar fees statewide and would represent a higher cost percentage than has been historically represented by the WLA TIMP and CTCSP TIA fees. Therefore the Fee Study recommends a fee schedule based on a reduced cost fair-share contribution of **35%**.

TIA fee amounts were developed for seven residential land use categories, six industrial land use categories, two medical land uses categories, and retail and office land uses. The result is a fee that reflects each land use's proportionate use of the transportation facilities. Fees for industrial and commercial development are based on each new square foot of floor area and fees for residential uses are based on each new dwelling unit.

Feasibility of Assessing TIA Fees on Residential Development

The potential economic impact of a proposed TIA fee on residential development was studied in a feasibility report prepared by sub-consultants, Economic & Planning Systems (Feasibility Review of Updated Transportation Impact Assessment Fees for Coastal Transportation Corridor and West LA TIMP Specific Plans is included as part of Exhibit B4). The report evaluates the financial feasibility of adding the fee amounts identified in the Fee Study (representing 35% of the cost of the identified improvements) to a base-case development budget for several residential and mixed-use residential prototype developments. The report measures the feasibility of the fees using specific financial feasibility indicators.

A conservative analytical approach was taken to ensure identification of any potential adverse economic effects resulting from the imposition of fees. The Westside is a built-out, urban area where a majority of projects are infill redevelopment projects. Typical Westside projects would receive existing use credit and therefore are not expected to experience the full effect of the fee. However, for the purposes of the feasibility analysis the maximum potential fee was analyzed (i.e. no fee deductions or credits were assumed).

The feasibility report concludes that the TIA fee amounts identified in the Fee Study would not significantly affect Westside development feasibility, influence development decisions, or inhibit housing development. Furthermore, the TIA fee program proposes exemptions and credits that

³ The following example illustrates how "trip purpose" is factored into the determining transportation impacts. The purposes of a vehicle trip may be to return home from work. However, the drive home may include a stop at a neighborhood grocery store. This trip to the grocery store is not considered a "new" trip because it is linked to the trip home from work; It is considered a "pass by trip." For the purpose of calculating TIA fees, pass by trips do not count towards the average trip generation of land uses.

support the City's affordable housing goals. The feasibility report shows that the City can continue to support needed housing development while also mitigating some of the effects of new growth.

Relationship to Other Development Impact Fees

In addition to the TIA fees for the Westside, the City assesses impact fees to address a variety of goals and policy objectives for the City as a whole, in particular the need for park space and affordable housing for low income households.

In September, 2015, the City Council adopted amendments to modernize the City's parks fees. As described in the economic analysis for the Parks Fee (Case No. CPC-2015-2328-CA-GPA), the adopted fee amounts are modest and allow for other potential future mitigation fees on residential development to co-exist with Parks Fees. In December 2017, the City Council adopted the Affordable Housing Linkage Fee (AHLF). The citywide real estate market analysis and feasibility study that was prepared for the AHLF (CPC-2016-3431-CA) provides analysis supporting the economic feasibility of assessing impact fees on new development on the Westside. The analyses provided for the Parks Fee, the AHLF, and the proposed TIA fee all indicate that multiple impact fees are supportable on the Westside.

In addition to the cumulative impact of multiple fees, the cumulative benefit of multiple fee programs should also be considered. The AHLF and the proposed TIA fee both fund programs that help make Los Angeles a more affordable place to live. The AHLF will help create more affordable housing. The updated TIA fee program will help fund affordable alternatives to driving, such as improved transit and bicycle facilities, which could help reduce the annual household costs associated with driving.

Recommended TIA Fee Schedule

At any given time, the City is balancing the need to meet a variety of goals and objectives that may compete or entail tradeoffs. The update of any development fees must be made in consideration of those goals, such as the goal to produce an adequate supply of housing in order to meet current and projected housing needs. The City must identify fee levels that help mitigate some of the effects of new growth without stifling housing development and economic growth. TIA fee recommendations have been made with such considerations and are summarized below:

- Recommended Residential TIA Fees. The proposed residential TIA fee has been analyzed for compatibility with the Parks Fee and the AHLF. Both the Parks Fee study and AHLF study identify the Westside real estate submarket as one of the highest priced residential markets in the city. As concluded therein, higher priced submarkets, like the Westside submarket, can absorb higher impact fee rates than in lower priced submarkets of the City. The TIA fee amounts as identified in the TIA Fee Study combined with the AHLF and Parks Fee are within the feasibility range for Westside residential markets identified in the AHLF study. Recommended residential fees are presented in Appendix A to this Report.
- Recommended Updates to Commercial and Industrial TIA Fees. The commercial and industrial TIA fee updates have been analyzed for compatibility with the AHLF. The commercial market analysis included in the AHLF study identifies the majority of the Westside commercial market as a high-priced market. Under these strong market conditions, the combined commercial TIA fees and AHLF are within the feasibility range identified in the AHLF study. However, the AHLF study also identifies some medium-priced commercial sub-markets on the Westside. Taking into consideration the AHLF market analysis, and to present a conservative approach, TIA fee rates for the office categories have been lowered below the amounts presented in the TIA Fee Study. Recommended commercial and industrial fees are presented in Appendix A to this Report.

Recommended Single Fee Schedule for both Plan Areas. TIA fees are a function of transportation improvement costs, anticipated growth, and the trip generation characteristics associated with new development. Due to the unique land use and transportation characteristics of each Plan area, the Fee Study presents subtly different fee schedules for the WLA TIMP and the CTCSP areas. The fees identified for the CTCSP are 11% lower than those identified for the WLA TIMP. However, anticipated development activity is similar between the two geographies and therefore the recommendation is to move forward with a simplified fee schedule which assesses the same fee amounts in these two contiguous Plan areas. The recommended schedule for both Plan areas is based on the CTCSP schedule, the lower of the two identified schedules.

Additional Indicators of a Feasible Fee

The following factors support the economic feasibility of the recommended TIA fees:

- Commercial and industrial TIA fees have been assessed in the two Specific Plan areas
 for over two decades. Additionally, the proposed fee amounts are similar to the fee
 amounts currently assessed in the CTCSP (See Appendix A, Table A-2 for a comparison
 of current and proposed fees).
- The Westside real estate submarket is one of the highest priced residential and commercial markets in the City. As concluded in the feasibility analyses for the Parks Fee and the AHLF, higher priced markets, like the Westside submarket, can absorb higher impact fee rates than can be absorbed in lower priced submarkets.
- The TIA fee feasibility analysis concludes that given the overall magnitude of development costs and project value, the proposed TIA fees, which represents less than 3% of development costs, are unlikely to affect market dynamics and development decisions. The feasibility analysis further suggests that, over the long term, the impact fees are likely to be primarily absorbed into the price of land. In addition, any reductions in land values resulting from TIA fees will at least be partially offset by the benefit to property values from improved regional mobility.
- Most of the public comment received on the fee update did not raise issue with the fee amounts proposed. Comments received primarily from the development community representatives were focused on the potential cumulative impacts of multiple fees.
- TIA fee credits reduce the fee amount experienced by developers. The Westside is a builtout, urban area meaning most projects will receive some level of existing use credit which will reduce the fee burden experienced by new development.

Additional information on modernizing the TIA fees is included in **Appendix B** to this Report.

Other Proposed Amendments to the Specific Plans

The proposed Specific Plan amendments include policy, procedural and administrative amendments consistent with transportation policies in the City's General Plan Elements and other City plans, policies, and regulations, including LADOT's forthcoming update to the City's Traffic Study Policies and Procedures. These amendments include:

- Aligning the CTCSP and WLA TIMP's stated purposes and implementation procedures.
- Directing applicants in the CTCSP and WLA TIMP areas to follow the citywide traffic study guidelines so that development on the Westside will be subject to the City's forthcoming citywide implementation of SB 743 regarding traffic impact analysis and mitigation. By

defaulting to citywide mitigation requirements, Westside communities will benefit from new forms of project specific mitigation that align with the objectives of the updated Specific Plans.

- Clarifying appeals procedures such that only TIA fee determinations may be appealed and only an applicant may initiate the appeal.
- Clarifying that the list of transportation projects may be updated from time to time if the City Council, upon recommendation by LADOT and DCP, has determined that the improvements are consistent with the objectives of the Specific Plans.
- Including a TIA fee credit provision that is compatible with future public benefits requirements the City may adopt, such as the Proposed Expo Corridor Transit Neighborhood Plan's public benefit provisions.

For more information on these administrative amendments please see Appendix B of this Report.

ENVIRONMENTAL REVIEW

The City Planning department contracted with the firm CDM Smith, Inc. for environmental consulting services. An Environmental Impact Report (EIR), No. ENV-2014-1458-EIR-SE-CE, State Clearinghouse No. 2014051070, dated January 2016 (the "Draft EIR"), was prepared for the proposed amendments to the CTCSP and WLA TIMP, including the update to the TIA fee and project list ("Proposed Project"). The Draft EIR was prepared in accordance with the California Environmental Quality Act (CEQA), Public Resources Code Section 21000 et seg., and the State CEQA Guidelines. The document evaluates the environmental effects that could result from full implementation of the Project. The Proposed Project is an update to an existing mitigation fee program. The transportation improvements included in the updated project list in the Proposed Project would not be entitled or constructed as part of the approval of the Proposed Project; when and how the improvements are built is a future policy decision. However, the City developed an environmental impact report to analyze the potential physical changes that could occur if the transportation improvements were implemented. Although the proposed list of transportation improvements are conceptual and could not be analyzed at a construction level of detail, the environmental analysis assesses all reasonably foreseeable indirect impacts of the Proposed Project and discloses the possible impacts that could occur if all the envisioned improvements were implemented. Individual improvements may be analyzed further at the project level through separate environmental analyses and approval processes prior to implementation.

Summary of Impact Findings

The EIR finds that implementation of the proposed transportation improvements could result in potentially significant and unavoidable impacts to some environmental resource areas. Some impacts are short-term and temporary in duration, only occurring during construction of the proposed transportation improvements. Others are long-term impacts that would occur with the operation of the proposed transportation improvements.

Potential short-term impacts were identified and disclosed for three resources areas, *Air Quality*, *Noise and Vibration*, and *Transportation*.

Air Quality: Construction impacts associated with most of the transportation improvements would be less than significant. However, short-term, localized impacts from construction of the Lincoln Boulevard Bridge Enhancement, Lincoln Boulevard and Sepulveda Boulevard BRTs, and I-10 Ramp Reconfiguration at Bundy Drive would be significant. Low emission

construction equipment, fugitive dust controls, and reduced reliance on portable generators would reduce, but not eliminate, construction impacts.

Noise and Vibration: Construction of the transportation improvements associated with the Specific Plans Update could result in localized and temporary significant noise impacts at noise sensitive uses. Noise control measures would reduce, but may not eliminate, construction-related impacts. Vibration from heavy construction activities near sensitive receptors could result in human annoyance, but is not expected to cause structural vibration damage. Measures to address vibration would reduce, but may not eliminate, construction-related impacts.

Transportation: Construction of most transportation improvements would be limited in activity and be short in duration and would not result in a substantial disruption to traffic. Construction of sizable projects, such as the Lincoln Boulevard Bridge Enhancement, center-running BRT corridors, and I-10 Ramp Reconfiguration at Bundy Drive, would result in temporary, significant transportation impacts.

Potential long-term operational impacts were identified and disclosed for two resources areas, *Noise and Vibration* and *Transportation*.

Noise: Operation of the Proposed Project would include a number of improvements to bus service. It is possible that curb-running Bus Rapid Transit (BRT) could increase noise levels at some sensitive land uses. This would be a potentially significant and unavoidable impact.

Transportation: Under current CEQA guidelines and City thresholds, implementation of the proposed transportation improvements would result in significant and unavoidable operational impacts related to vehicular traffic as measured by LOS. The Proposed Project would also result in potentially significant and unavoidable impacts related to neighborhood traffic intrusion and freeway segments.

Evolving CEQA Regulatory Context

As described earlier in this report, Senate Bill 743 (SB 743) mandates a change in the way that public agencies, including the City of Los Angeles, evaluate the transportation impacts of projects under CEQA. On January 20, 2016, two weeks after the Draft EIR was published for the Proposed Project, the Governor's Office of Planning and Research published *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA* to implement SB 743. This document further refines the State's recommended approach to transportation analysis and states the following:

California's foundational environmental law can no longer treat vibrant communities, transit and active transportation options as adverse environmental outcomes. On the contrary, aspects of project location and design that influence travel choices, and thereby improve or degrade our air quality, safety, and health, must be considered.

The City of Los Angeles is still in the process of implementing SB 743 and has not yet adopted new CEQA thresholds for analyzing transportation impacts. Therefore, the EIR for the Proposed Project draws conclusions regarding the transportation impacts using the current adopted CEQA thresholds, which are based on LOS. However, in an effort to provide additional information to the Decision Maker, the EIR also provides analysis of the project using alternative metrics such as vehicle trips, vehicle miles traveled (VMT) and mode split. Considering the Proposed Project reduces VMT, reduces vehicle trips and increases the mode share for transit and active transportation, it is likely that the Proposed Project would not have significant operational transportation impacts under the new approach to CEQA analysis.

Statutory Exemption pursuant to PRC 21080(b)(8)

Additionally and notwithstanding the preparation of an EIR, the Proposed Project is exempt from CEQA pursuant to Public Resources Code Section 21080(b)(8) as a modification and/or restructuring of a fee to obtain funds for capital projects necessary to maintain service within an existing service area. The necessary written findings are provided in the following section.

Categorical Exemptions

Additionally and notwithstanding the preparation of an EIR, City has determined that the approval of the Livable Boulevards Streetscape Plan is exempt from CEQA, pursuant to two categorical exemptions set forth in the State CEQA Guidelines: Class 1 "Existing Facilities" and Class 4 "Minor Alterations to Land". The necessary written findings are provided in the following section.

CONCLUSION

The need for multimodal transportation improvements on the Westside is a priority highlighted throughout the General Plan and various City policy documents. The current fee structure dates to the 1980s; development trends and an evolving approach to transportation management require reevaluation of fees and updated lists of improvements to address transportation needs on the Westside. Additionally the need for safe, efficient, reliable alternatives to car travel continues to grow.

The proposed updated Specific Plan Ordinances aim to reduce vehicle miles traveled on the Westside by increasing mobility options; increasing transit and multimodal connectivity; providing safe active transportation facilities; and providing funding for transportation demand management programs. The updated list of transportation improvements reflects the latest City, regional, and state objectives in relation to transportation, sustainability, and health outcomes. The updates provide a single, simplified fee structure for the two Plan areas as well as streamlined administrative procedures.

FINDINGS

GENERAL PLAN/CHARTER FINDINGS

City Charter Section 556

In accordance with Charter Section 556, the proposed ordinances are in substantial conformance with the purpose, intent and provisions of the General Plan in that it would further accomplish the following goals, objectives and policies of the General Plan outlined below.

City Charter Section 558(b)(2)

In accordance with Charter Section 558(b)(2), the adoption of the proposed ordinances would be in conformity with public necessity, convenience, general welfare and good zoning practice as outlined below.

The proposed CTCSP and WLA TIMP Ordinance updates and accompanying Administrative Fee Resolution do not alter the overall intent of the current CTCSP and WLA TIMP Ordinances. The goal of the proposed Specific Plan Ordinances and Administrative Fee Resolution is to ensure that new development projects on the Westside share in the cost of improving multi-modal transportation facilities on the Westside.

It is necessary to identify and secure funding for multimodal transportation improvements that improve the existing transportation network so that the network may better accommodate anticipated growth. Also, multimodal transportation improvements provide people with access to safe and affordable and transportation choices, as well as improved access to jobs, services and other community resources. Therefore, the Proposed Project supports the growing need for improved transportation options on the Westside as well as the general welfare of the community.

The CTCSP and WLA TIMP are not land use plans or zoning regulations, would not change existing land use designations or zoning regulations and would not permit or encourage development to occur that is not otherwise permitted by current zoning. Furthermore, an economic feasibility analysis concluded that the proposed TIA fee amounts would not significantly affect Westside development patterns or inhibit development.

General Plan Framework Element

By providing a funding mechanism whereby new development contributes a fair share towards funding for multimodal transportation improvements, the proposed ordinances implement the following objectives and policies from the General Plan Framework Element:

Land Use Policy 3.1.2: Allow for the provision of sufficient public infrastructure and services to support the projected needs of the City's population and businesses within the patterns of use established in the community plans as guided by the Framework Citywide Long-Range Land Use Diagram.

Land Use Objective 3.3: Accommodate projected population and employment growth within the City and each community plan area and plan for the provision of adequate supporting transportation and utility infrastructure and public services.

Economic Development Policy 7.1.4: Develop an infrastructure investment strategy to support the population and employment growth areas.

Economic Development Policy 7.10.2: Support efforts to provide all residents with reasonable access to transit infrastructure, employment, and educational and job training opportunities.

The proposed ordinances update the existing TIA fee programs on the Westside. Currently, most new commercial and industrial developments are subject to the TIA fees while local serving uses and residential uses are exempt. The proposed fee program updates will require that new residential development and all commercial uses (including local serving uses) contribute to the TIA fee program. The fee program updates also introduce new opportunities for fee credit. As described in the TIA Fee Program Study Report and the financial feasibility analysis (**Exhibit B4** to the Staff Report), the proposed fee amounts can be absorbed by development on the Westside and would be compatible with other development impact fees recently adopted or under consideration by the City. Therefore, the proposed ordinances implement the following General Plan Framework Element policy:

Economic Development Policy 7.4.3: Maintain development fee structures that do not unreasonably burden specific industry groups, are financially competitive with other cities in the region, and reduce uncertainty to the development community.

The proposed ordinances include accompanying Streetscape Plans, which aim to improve neighborhood aesthetics and identity; implement sustainable landscaping practices; bolster local business patronage; and provide a pleasant and safe active transportation experience. Therefore, the proposed ordinances implement the following objectives and policies from the General Plan Framework Element:

Urban Form and Neighborhood Design Objective 5.5: Enhance the liveability of all neighborhoods by upgrading the quality of development and improving the quality of the public realm.

Urban Form and Neighborhood Design Policy 5.5.4: Determine the appropriate urban design elements at the neighborhood level, such as sidewalk width and materials, streetlights and trees, bus shelters and benches, and other street furniture.

Urban Form and Neighborhood Design Objective 5.8: Reinforce or encourage the establishment of a strong pedestrian orientation in designated neighborhood districts, community centers, and pedestrian-oriented subareas within regional centers, so that these districts and centers can serve as a focus of activity for the surrounding community and a focus for investment in the community.

Mobility Plan 2035 (MP 2035) & Vision Zero

MP 2035 lays the policy foundation for safe, accessible, and enjoyable streets for pedestrians, bicyclists, transit users, and vehicles throughout the City of Los Angeles. The CTCSP and WLA TIMP update effort occurred concurrently to the development of MP 2035 and applies MP 2035's policy principles to the Westside in a more targeted manner. The updated Specific Plans serve as an implementation tool for MP 2035 on the Westside by providing a funding mechanism to implement specific transportation improvements envisioned in MP 2035. The improvements proposed as eligible for funding through the TIA fee program would provide transportation options and accommodations for multiple modes of travel (transit, bicycle, pedestrian, and vehicle) as part of the transportation system.

The Proposed Project implements MP 2035 goals and policies aimed at creating a safer transportation environment for all mobility users, in particular the roadway's most vulnerable users, such as bicyclist and pedestrians. The Proposed Project also helps to implement to City's *Vision Zero* initiative. Through *Vision Zero*, the City has identified a *High Injury Network* (HIN) which spotlights streets with a high concentration of traffic collisions that result in severe injuries and deaths, with an emphasis on collisions involving people walking and bicycling. The Proposed Project proposes safer bicycle and pedestrian facilities on many of the *High Injury Network* streets segments within the CTCSP and WLA TIMP area, including, but not limited to:

- Barrington Ave (from Iowa Ave to Texas Ave)
- Bundy Dr. (Stanward Dr to Wilshire Blvd)
- Centinela Ave (from Culver Blvd to Stewart)
- Lincoln Blvd (from Manchester to Commonwealth)
- Pico Blvd (from Centinela Ave to Manning Ave)
- Venice Blvd (from Abbot Kinney to 12th Ave)
- Westwood Blvd (from Le Conte Ave to Pico Blvd)

The Proposed Project implements the following specific MP 2035 goals and policies aimed at creating a safer transportation environment:

Goal – Safety First: focuses on topics related to crashes, speed, protection, security, safety, education, and enforcement.

Policy 1.1 Roadway User Vulnerability: Design, Plan, and operate streets to prioritize the safety of the most vulnerable roadway user.

Policy 1.2 Complete Streets: Implement a balanced transportation system on all streets, tunnels, and bridges using complete streets principles to ensure the safety and mobility of all users.

Objective: Vision Zero – Decrease transportation related fatality rate to zero by 2035.

In addition to the above policies regarding safety, the proposed ordinances implement the following additional goals, policies from the MP 2035 regarding mobility, transportation access, and environmental and public health:

Goal – World Class Infrastructure: focuses on topics related to the Complete Streets Network (walking, bicycling, transit, vehicles, green streets, goods movement), Great Streets, Bridges, Street Design Manual, and the smart investments needed to get there.

Policy 2.3 Pedestrian Infrastructure: Recognize walking as a component of every trip, and ensure high-quality pedestrian access in all site planning and public right-of-way modifications to provide a safe and comfortable walking environment.

Policy 2.4 Neighborhood Enhanced Network: Provide a slow speed network of locally serving streets.

Policy 2.5 Transit Network: Improve the performance and reliability of existing and future bus service.

Policy 2.6 Bicycle Networks: Provide safe, convenient, and comfortable local and regional bicycling facilities for people of all types and abilities.

Policy 2.7 Vehicle Network: Provide vehicular access to the regional freeway system.

Policy 2.9 Multiple Networks: Consider the role of each enhanced network when designing a street that includes multiple modes.

Policy 2.12 Walkway and Bikeway Accommodations: Design for pedestrian and bicycle travel when rehabilitating or installing a new bridge, tunnel, or exclusive transit right-of-way.

- Policy 2.13 Highway Preservation and Enhancement: Support the preservation and enhancement of the state highways consistent with the RTP/SCS and the goals/policies of the General Plan.
- Policy 2.15 Allocation of Transportation Funds: Expand funding to improve the built environment for people who walk, bike, take transit, and for other vulnerable roadway users.
- Goal Access for all Angelenos: focuses on topics related to affordability, accessibility, land use, operations, reliability, transportation demand management and community connections.
- Policy 3.1 Access for All: Recognize all modes of travel, including pedestrian, bicycle, transit, and vehicular modes including goods movement as integral components of the City's transportation system.
- Policy 3.4 Transit Services: Provide all residents, workers and visitors with affordable, efficient, convenient, and attractive transit services.
- Policy: 3.5 Multi-Modal Features: Support "first-mile, last-mile solutions" such as multi-modal transportation services, organizations, and activities in the areas around transit stations and major bus stops (transit stops) to maximize multi-modal connectivity and access for transit riders.
- Policy 3.7 Regional Transit Connections: Improve transit access and service to major regional destinations, job centers, and inter-modal facilities.
- Goal Collaboration, Communication & Informed Choices: focuses on topics related to real-time information, open source data, transparency, monitoring, reporting, emergency response, departmental and agency cooperation and database management.
- Objective: Coordinate communication with regional transportation agencies and neighboring jurisdictions.
- Policy 4.8 Transportation Demand Management Strategies: Encourage greater utilization of Transportation Demand Management (TDM) strategies to reduce dependence on single-occupancy vehicles.
- Policy 4.9 Transportation Management Organizations: Partner with the private sector to foster the success of Transportation Management Organizations (TMOs) in the City's commercial districts.
- Policy 4.10 Public-Private Partnerships: Encourage partnerships with community groups (residents and business/property owners) to initiate and maintain enhanced public rights-of-way projects.
- Goal Clean Environment and Healthy Communities: focuses on topics related to environment, health, benefits of active transportation, clean air, clean fuels and fleets and open street events.
- Policy: 5.1 Sustainable Transportation: Encourage the development of a sustainable transportation system that promotes environmental and public health.
- Policy 5.2 Vehicle Miles Traveled (VMT): Support ways to reduce vehicle miles traveled (VMT) per capita.

Plan for a Healthy Los Angeles

The connection between health and mobility has been recognized in the City's Mobility Plan 2035 and the Plan for a Healthy Los Angeles, the City's Health and Wellness Element of the General Plan. The Plan for a Healthy Los Angeles, describes a balanced, affordable, and sustainable transportation system as a cornerstone of a healthy city:

As a major contributor of greenhouse gas emissions, trucks and vehicles play a role in the region's poor air quality and smog, in addition to contributing to climate change. Furthermore, vehicle collisions are responsible for a significant rate of deaths in the City, and vulnerable users such as pedestrians and cyclists are at a greater risk of injury or death, according to the Health Atlas. As Los Angeles continues to make significant changes to its transit network, there are opportunities to build more sustainable communities and increase access to healthful resources, such as jobs, education centers, medical services, grocery stores, daycare, and parks.

The Proposed Project, which aims to help fund active transportation improvements including streetscape improvements identified by local Westside community groups, implements the following Plan for a Healthy LA policies:

Policy: 2.9 Community beautification: Proactively work with residents and public, private, and nonprofit partners to develop, execute, and maintain civic stewardship over community beautification efforts to promote neighborhoods that are clean, healthy, and safe.

Policy: 2.11 Foundation for health: Lay the foundation for healthy communities and healthy living by promoting infrastructure improvements that support active transportation with safe, attractive, and comfortable facilities that meet community needs; prioritize implementation in communities with the greatest infrastructure deficiencies that threaten the health, safety, and well-being of the most vulnerable users.

The Proposed Project aims to reduce vehicle miles traveled on the Westside which will subsequently reduce operational vehicle emissions and toxic air pollutants. Therefore the Proposed Project helps implement the following Plan for a Healthy Los Angeles policy:

Policy: 5.1 Air pollution and respiratory health: Reduce air pollution from stationary and mobile sources; protect human health and welfare and promote improved respiratory health.

Housing Element

The transportation improvements that are identified as eligible for funding through the Proposed Project help implement the following Housing Element objectives and policies:

Objective 2.2: Promote sustainable neighborhoods that have mixed-income housing, jobs, amenities, services and transit.

Policy 2.2.5 Provide sufficient services and amenities to support the planned population while preserving the neighborhood for those currently there.

The TIA fee exemptions and credits included in the Proposed Project support the City's housing goals. Affordable housing is proposed to remain exempt from the TIA fee and will also be awarded fee credit. The Affordable housing credit can be used to offset the TIA fee for market-rate residential or commercial portions of a project. This credit supports the inclusion of affordable units in residential or mixed use development. Transit oriented development is also proposed to be eligible for TIA fee Credit. Therefore, the proposed Ordinances implement the following Housing Element objectives and policies that promote livable, sustainable neighborhoods:

Objective 2.5: Promote a more equitable distribution of affordable housing opportunities throughout the City.

Policy 2.5.1 Target housing resources, policies and incentives to include affordable housing in residential development, particularly in mixed use development, Transit Oriented Districts and designated Centers.

Policy 2.5.2 Foster the development of new affordable housing units citywide and within each Community Plan area.

Community Plans

The CTCSP and WLA TIMP areas include all or parts of the Westwood, West Los Angeles, Brentwood-Pacific Palisades, Palms-Mar Vista-Del Rey, Westchester-Playa Del Rey, and Venice Community Plan areas. These Community Plans share common goals, objectives and policies relating to promoting transit use, increasing active transportation options, reducing vehicle trips, and promoting roadway improvements. The proposed ordinances implement the following policy themes which are common to all or many of the Community Plans in the area:

Public Transportation:

Goal: Develop a public transit system that improves mobility with convenient alternatives to automobile travel.

Policy: Develop an intermodal mass transportation plan to implement linkages to future mass transit service.

Transportation Demand Management Strategies:

Goal: Encourage alternative modes of transportation over the use of single occupant vehicles to reduce vehicular trips.

Objective: To pursue transportation management strategies that can maximize vehicle occupancy, minimize average trip length and reduce the number of vehicle trips.

Policy: Promote the development of transportation facilities and services that encourage transit ridership, increase vehicle occupancy, and improve pedestrian and bicycle access.

Non-Motorized Transportation:

Goal: A system of safe, efficient and attractive bicycle and pedestrian routes.

Objectives: To promote an adequate system of bikeways for commuter, school and recreational use.

Policy: Plan for and encourage funding and construction of bikeways connecting residential neighborhoods to schools, open space areas and employment centers.

Policy: Identify bikeways along major and secondary arterials in the community.

Policy: Assure that local bicycle routes are linked with the routes of neighboring areas.

Objective: To promote pedestrian-oriented mobility, access and routes for commuter, school, recreational use, economic activity and access to transit facilities.

Policy: Protect and improve pedestrian-oriented street segments

Freeways, Highways and Streets:

Policy: Install Automated Traffic Surveillance and Control (ATSAC) equipment (or an upgrade to ATSAC) as funding becomes available.

Policy: Identify and implement local intersection improvements as warranted and feasible.

CEQA FINDINGS

Findings for the EIR

The CEQA Findings for the EIR (including findings for impacts than can be mitigated, impacts that cannot be mitigated, alternatives considered and rejected, and the Statement of Overriding Considerations) can be found in **Exhibit C3**. To certify the EIR, CPC will be recommended to adopt all the Findings found in **Exhibit C3**. For informational purposes, a summary of the EIR and the EIR findings is provided below.

The City of Los Angeles Planning Department prepared an EIR to analyze the potential environmental effects of the Proposed Project. The Notice of Preparation (NOP) for a draft EIR (the "Draft EIR") was circulated for a 32-day period beginning on May 22 and ending on June 23, 2014. Two scoping meetings were held on June 5, 2014, and June 9, 2014 for the purpose of soliciting comments as to the appropriate scope and content of the EIR. Based on public comments in response to the NOP and a review of environmental issues by the City, the Draft EIR analyzed the following environmental impact areas:

- Air Quality
- Biological Resources
- Greenhouse Gas Emissions
- Land Use Planning
- Noise and Vibration
- Transportation and Traffic

A Draft EIR was prepared for the Proposed Plan and was circulated for a 45-day review period, as required by State law, beginning on January 7, 2016. However, in response to requests by interested parties, the review period was extended to 60 days. The extended review period of 15 days ended on March 7, 2016. As the lead agency, the City of Los Angeles received 38 unique written and oral comments on the Draft EIR from public agencies, groups and individuals.

Section 15088 of the CEQA Guidelines requires the lead agency (DCP) to evaluate comments on environmental issues received from public agencies and interested parties who review the draft EIR and provide written responses. Throughout the environmental phase of plan development, the lead agency received written comments on the Draft EIR from public agencies, groups and individuals. Responses to all 38 comments received were included in the Final EIR. The Final EIR was published on September 15, 2016 and will be considered by the City Planning Commission prior to adoption.

The Final EIR for the CTCSP and WLA TIMP Specific Plan updates identifies unavoidable significant impacts that would result from implementation of the updated CTCSP and WLA TIMP (CTCSP/WLATIMP or Proposed Project). Potential long-term, operational impacts were identified for two resources areas, *Noise and Vibration* and *Transportation*. Potential short-term, temporary

impacts associated with the construction activities for some of the proposed improvements were identified for three resources areas, *Air Quality, Noise and Vibration*, and *Transportation*. Section 21081(b) of the California Public Resources Code and Section 15093 of the CEQA Guidelines provide that when a public agency approves a project that will result in significant unavoidable impacts identified in the EIR, the agency must state in writing the specific overriding economic, legal, social, technological, or other benefits of the project that outweigh the significant effects on the environment. This "Statement of Overriding Considerations" must be adopted by the decisionmaker and be based on substantial evidence.

The Final EIR concluded that, despite the adoption of all feasible mitigation measures, the Proposed Project would result in the following unavoidable significant adverse impacts that are not able to be mitigated to a less-than-significant level: transportation (circulation, neighborhood intrusion, and congestion management plan); noise and vibration (localized and temporary construction noise and vibration, and excessive noise from buses and permanent noise increase from buses); and air quality resources (localized and temporary construction impacts).

The project alternatives are found to be infeasible because they would not satisfy the project objectives as effectively as the Project. Accordingly, the City is required to adopt a Statement of Overriding Considerations to approve the Proposed Project. A proposed Statement of Overriding Considerations has been prepared and is recommended for adoption by the DCP for the decisionmakers. The Statement of Overriding Considerations is included in **Exhibit C3** and an excerpt is also provided below:

Statement of Overriding Considerations:

The City recognizes that significant and unavoidable impacts would result from implementation of the Proposed Project. Having (i) adopted all feasible mitigation measures, (ii) rejected alternatives to the Proposed Project for the reasons discussed above, (iii) recognized all significant, unavoidable impacts, and (iv) balanced the benefits of the Proposed Project, including region-wide or statewide environmental benefits, against the Proposed Project's significant and unavoidable impacts, the Decisionmaker hereby finds that the benefits of the Project outweigh and override the potentially significant unavoidable impacts for the reasons stated below.

After balancing the specific economic, legal, social, technological, and other benefits of the Proposed Project, the City of Los Angeles has determined that the unavoidable adverse environmental impacts identified above may be considered "acceptable" due to the following specific considerations, which outweigh the unavoidable adverse environmental impacts of the Proposed Project. The Decisionmaker finds that each one of the following overriding considerations independently, grouped by overarching theme, or collectively, is/are sufficient to outweigh the significant and unavoidable impacts of the Proposed Project:

- 1. The Proposed Project updates promote a balanced transportation system that would accommodate anticipated development and population growth and guide the development of a transportation system towards a desired image that is consistent with the social, economic and aesthetic values of the City.
- 2. The Proposed Project update establishes implementation strategies and funding mechanisms to realize the vision of MP 2035 in a specific geography of the City (the Westside). The Proposed Project funds a range of multimodal transportation improvements for the Westside that implement the MP2035 mobility networks and policies.

- The Proposed Project supports the policies and goals of the 2016 RTP/SCS and the General Plan Framework, and allows the City to meet future mobility needs for the growth in population projected for the year 2035 by the Southern California Association of Governments.
- 4. The Proposed Project would improve local mobility through development of a balanced, multi-modal transportation network.
- 5. The Proposed Project is consistent with SB 375. The CTCSP/WLA TIMP update focuses on multi-modal improvements, consistent with SB 375, the Sustainable Communities Strategy, and MP2035 and therefore would be expected to contribute to decreasing regional vehicle miles traveled, vehicle trips, and greenhouse gas emissions.
- 6. The improvements that may be funded through the CTCSP/WLA TIMP update are expected to increase the person carrying capacity of streets on the Westside. This increase in multimodal network capacity is forecast (using a vehicle-centric method) to result in increased active transportation and transit travel compared to Existing Base levels: Bicycling +129 percent, Transit +37 percent, Walking +21 percent. Forecast increases in transit boardings would be 43 percent greater than the Future No Project, which equates to over 63,400 more transit boardings every day.
- 7. The multimodal improvements that could be partially funded under the proposed Proposed Project would result in, using a vehicle-centric analysis, an overall reduction in trips (37,000 per day) and VMT (208,000 fewer miles per day) relative to Business as Usual (Future No Project). Per capita VMT would be 3.4 percent lower than Business as Usual.
- 8. The Proposed Project promotes active transportation modes (i.e., bicycling and walking) by providing lanes for bicycles and pedestrian enhancements. The Proposed Project's emphasis on transit and active transportation will allow those who live and work on the Westside to lead a healthier and active lifestyle.
- 9. The Proposed Project provides air quality and public health benefits by reducing regional trips, and therefore improves regional air quality as compared to a plan focused on singleoccupancy vehicles. Compared to Existing conditions, there would be substantially fewer carbon monoxide (CO) and volatile organic compounds (VOC), nitrogen oxides (NOx) and particulate matter (PM10 and PM2.5) than today (as a result of statewide emission controls).
- 10. The Proposed Project promotes the safety of the most vulnerable road user. The Proposed Project's emphases on enhanced bicycle and pedestrian facilities will help achieve the City's objective to eliminate traffic-related pedestrian and bicycle fatalities by 2035. Through the City's Vision Zero initiative, the City has identified a High Injury Network which spotlights streets with a high concentration of traffic collisions that result in severe injuries and deaths, with an emphasis on collisions involving people walking and bicycling. The Proposed Project identifies safer bicycle and pedestrian facilities for many of the High Injury Network streets segments within the Plan areas.
- 11. The Proposed Project would reduce GHG emissions, and would be consistent with policies included in the 2012-2035 RTP/SCS and 2016-2040 RTP/SCS promoting

alternative transportation that would reduce VMT as compared to what could occur without the Proposed Project.

- 12. The Proposed Project update encourages and creates incentives for energy efficiency by reducing VMT and therefore consumption of transportation fuel.
- 13. The Proposed Project could reduce annual household costs associated with driving.

Finding for Statutory Exemption Pursuant to PRC 21080(b)(4)

Notwithstanding the City's preparation of an EIR, the Proposed Project is statutorily exempt pursuant to Public Resources Code Section 21080(b)(8) on the basis of the following. The City finds based on the facts in entire administrative record, including the Nexus Study and the draft CTCSP and WLA-TIMP ordinances and the draft Administrative Fee Resolution, the Proposed Project involves the modification and restructuring of a fee to obtain funds for capital projects necessary to maintain service in an existing service area. Specifically, the Proposed Project is the update to and restructuring of the transportation fees and transportation list to continue to obtain funds to provide necessary capital projects to maintain transportation services in the plan boundaries of the CTCSP and the WLA-TIMP, which are unchanged from the previous plan boundaries.

Finding for Categorical Exemption

Notwithstanding the City's preparation of an EIR, the Proposed Project is statutorily exempt pursuant to Public Resources Code Sections **15301**, **15304**, **15308** on the basis of the following findings.

The Livable Boulevards Streetscape Plan is a concept-level plan that documents the streetscape vision and provides a blueprint for streetscape improvements for five key Westside street segments: Centinela Avenue, Motor Avenue, Pico Boulevard ("Pico Green"), Pico Boulevard ("Pico Patricia"), and Venice Boulevard (see **Exhibit B5**, *Livable Boulevards Streetscape Plan*). By identifying pedestrian safety and aesthetic enhancements, the Streetscape Plan aims to improve the overall corridor aesthetics and livability, reinforce neighborhood identity, and support a safe and pleasant active transportation and transit experience on a street. The Streetscape Plan identifies a consistent palette of streetscape amenities (such as street benches, trash receptacles, street lighting, and trees for each segment) as well as supports improvements such as crosswalks, curb extensions, medians, stormwater parkway treatments, and gateway signs.

According to Section 15301 of the CEQA Guidelines, "Class 1 consists of the operation, repair, maintenance, permitting, leasing, licensing, or minor alteration of existing public or private structures, facilities, mechanical equipment, or topographical features, involving negligible or no expansion of use beyond that existing at the time of the lead agency's determination". ⁴ The Streetscape Plan is consistent with Section 15301(c), which identifies "existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities (this includes road grading for the purpose of public safety)" as exempt activities. ⁵ The improvements (street trees, street lighting, street furniture, etc.) contemplated by the proposed Livable Boulevards Streetscape Plan are intended to improve pedestrian safety and comfort on five existing street segments. Therefore, the improvements qualify as minor alterations of existing public facilities which are exempt per the Class 1 "Existing Facilities" Categorical Exemption. The proposed Livable Boulevards Streetscape Plan would not expand the right-of-way beyond existing conditions or conditions already planned as part of independent projects. Therefore, the Streetscape Plan would not result in an expansion of use of the existing right-of-way. Moreover,

⁴ CEQA Guidelines, Section 15301.

⁵ CEQA Guidelines, Section 15301(c).

while the Streetscape Plan would encourage pedestrian activity, implementation of the proposed Livable Boulevards Streetscape Plan would not expand (and does not have the authority to expand) those areas that are already being used for pedestrian activities. Therefore, the Streetscape Plan would involve a negligible expansion of the use of the right-of-way as compared to existing conditions.

In addition, any operational enhancements to the segments in the Streetscape Plan that would maintain existing capacity, or improve pedestrian comfort and safety constitute "Minor Alterations to Land" as contemplated in the Class 4 Categorical Exemption. According to Section 15304 of the CEQA Guidelines, "Class 4 consists of minor public or private alterations in the condition of land, water, and/or vegetation which do not involve removal of healthy, mature, scenic trees except for forestry and agricultural purposes". Implementation of the Streetscape Plan would not result in the removal of healthy, mature, and/or scenic trees. The Streetscape Plan is consistent with Section 15304(b), which identifies "new gardening or landscaping, including replacement of existing conventional landscaping with water efficient or fire resistant landscaping". Moreover, excavation and grading required to implement the Streetscape Plan's components would be consistent with Section 15304(a), which exempts grading on land with a slope of less than 10 percent; Section 15304(d), which exempts filling of earth into previously excavated land with materials compatible with the natural features of the site; and Section 15304(f), which exempts minor trenching and backfilling where the surface is restored.

In addition, Section 15308 of the CEQA Guidelines provides:

Class 8 consists of actions taken by regulatory agencies, as authorized by state or local ordinance, to assure the maintenance, restoration, enhancement, or protection of the environment where the regulatory process involves procedures for protection of the environment. Construction activities and relaxation of standards allowing environmental degradation are not included in this exemption.

The Streetscape Plan will maintain, restore, enhance, improve, and protect the aesthetic environment for the public realm in the boundaries of the Streetscape Plan.

Exceptions Under 15300.2

The State CEQA Guidelines Section 15300.2 does not permit the use of a categorical exemption in six circumstances. As described below, and based on the entire administrative record, none of these circumstances apply to the Streetscape Plan.

- a) Location. According to Section 15300.2(a) of the CEQA Guidelines, exemption "classes 3, 4, 5, 6, and 11 are qualified by consideration of where the project is to be located a project that is ordinarily insignificant in its impact on the environment may in a particularly sensitive environment be significant." This exception does not apply to the use of a Class 1 categorical exemption. The street segments in the Livable Boulevards Streetscape Plan are located in a highly urbanized area of the City of Los Angeles, which is currently developed with asphalt roadways, sidewalks, and street trees and street furniture. The Streetscape Plan area is not in an area that is designated, precisely mapped, and officially adopted by a federal, state or local agency for purposes related to biological resources, geological resources, or other, such that the Streetscape Plan may impact an environmental resource of hazardous or critical concern.
- b) Cumulative Impact. According to Section 15300.2(b) of the CEQA Guidelines, a categorical exemption shall not be used when "the cumulative impact of successive

⁶ CEQA Guidelines, Section 15304.

projects of the same type in the same place, over time is significant," even though the project under analysis may not have a significant impact by itself. The City has not identified other projects of the same type in the same place that could result in cumulative impacts. While there is another streetscape plan (i.e. Exposition Corridor Streetscape Plan) proposed near the street segments featured in the Livable Boulevards Streetscape Plan, the two plans are not expected to result in individual or cumulatively significant impacts.

- c) Significant Effect. According to Section 15300.2(c) of the CEQA Guidelines, a categorical exemption shall not be used when "there is a reasonable possibility that the activity will have a significant effect on the environment due to unusual circumstances". The adoption of a streetscape plan, including of the type and scope of the Livable Boulevards Streetscape Plan, is not an unusual circumstance. There are 15 other streetscape plans in other parts of the City that have been approved over the past 17 years that are of similar size, scope and intent. Similar to the Livable Boulevards Streetscape Plan, these approved streetscape plans describe the same types of public right-of-way treatments such as street trees, street furniture styles, pedestrian-scale lighting styles, and special paving. Therefore, this exception does not apply.
- d) Scenic Highways. According to Section 15300.2(d) of the CEQA Guidelines, a categorical exemption shall not be used when a project "may result in damage to scenic resources, including but not limited to, trees, historic buildings, rock outcroppings, or similar resources, within a highway officially designated as a state scenic highway." The Streetscape Plan consists of five street segments that are not located on highways officially designated as state scenic highways. Therefore, the exception specified in Section 15300.2(d) has no application here.
- e) Hazardous Waste Sites. According to Section 15300.2(e) of the CEQA Guidelines, a categorical exemption shall not be used when a project "is located on a site which is included on a list compiled pursuant to Section 65962.5 of the Government Code." As of February 12, 2018, the State Department of Toxic Substances Control has not listed any site with known contamination along street segments covered by the Streetscape Plan. Based on this information, there are no sites with known contamination along the Streetscape Plan segments. Therefore, this exception has no application here.
- f) Historic Resources. According to Section 15300.2(f) of the CEQA Guidelines, a categorical exemption shall not be used when a project "may cause a substantial adverse change in the significance of a historical resource". There are no properties that have been designated as historic resources on any of the five street segments featured in the Streetscape Plan.

⁷ Retrieved from Envirostor at http://www.envirostor.dtsc.ca.gov/public/map/

PUBLIC HEARING AND COMMUNICATIONS

Community outreach for the Specific Plan updates and the Westside Mobility Plan Study components (Westside Mobility and Rail Connectivity Study, Westside Parking Study, and Livable Boulevards Streetscape Plan) which informed the Specific Plan updates occurred between 2009 and 2016. Public outreach for the Environmental Impact Analysis for the proposed Specific Plan updates occurred between 2014 and 2016.

Outreach Events

Public outreach events included neighborhood walkabouts, pop-up workshops at farmers markets and other community events, presentations to Neighborhood Councils, meetings with Council Districts 5 and 11, meetings with a developer focus group, and Technical Advisory Committee meetings with representatives from neighboring jurisdictions and agencies. The outreach events and meetings include those listed below:

- Public participation in parking surveys (13 events)
- Workshops, walkabouts and field surveys for the Livable Boulevards Study (21 events)
- Community workshops and Neighborhood Council meetings and briefings (11 events)
- Technical Advisory Committee Meetings for the Westside Mobility Plan Study (7 events)
- Developer Focus Group for the TIA fee update (2 events)
- Notice of Preparation/Scoping Meeting for the EIR (2 events, one was broadcast live)
- Open Houses during the Draft EIR comment period (2 events)
- Open House and Public Hearing for the Specific Plan Updates (1 event)

Technical Advisory Committee (TAC)

The City convened an advisory committee to guide the development of recommendations for regional multimodal transportation improvements and provide expertise on local and state transportation planning. The TAC met on seven occasions between 2010 and 2014 to help refine and analyze and the list of multimodal transportation improvements that are a part of the Proposed Project. The TAC included representatives from LADOT, LADCP, City Council Districts 5-Koretz, 10-Wesson and 11-Bonin, LAWA, Los Angeles County, Metro, Caltrans, City of Culver City, City of Santa Monica, CulverCity Bus, Santa Monica Big Blue Bus and Fehr & Peers.

Project Website

The Westside Mobility Plan website (www.westsidemobilityplan.com) included draft documents, fact sheets, meeting announcements, a webinar, interactive maps, background information on key components of the plan, an informational video, and a recording of a staff presentation on the project and EIR. The public was able to submit comments through the website.

Open Houses and Public Hearings for the EIR

The Department of City Planning held two Hearing Officer Hearings and Open Houses during the 60-day Draft EIR comment period. Twenty-one people attended the first event at Venice High School on January 21, 2016 and 37 people attended the second event at the Henry Medina Building on February 2, 2016. These events offered opportunities for the public to better understand the Proposed Project, the environmental analysis and also provide comments on the EIR. Each event included a presentation covering the Proposed Project and the environmental analysis, information stations with opportunities to talk one-on-one with Staff, and a public comment station with a Hearing Officer available to take comments. While the hearing was focused on the EIR, many participants also had comments on the draft Specific Plan updates published on January 7, 2016. The comments on the Specific Plans were considered by Staff; as

feasible they were incorporated into the Proposed Project and included the revised draft Specific Plan updates published on June 3, 2016.

Open House and Public Hearing for the Specific Plan Updates

On June 23, 2016, from 6:00 PM to 8:00 PM, the Department of City Planning held an Open House and Hearing Officer Hearing on the revised draft Specific Plan updates (June 2016). The purpose of the event was to help the community better understand the proposed project, clarify and answer questions, and receive comments on the plan. A quarter of a million hearing notices (258,313) were sent to the owners and occupants in the WLA TIMP and CTCSP areas and e-blasts were sent to over 1,000 interested parties. Fifty-nine people attended and signed-in at the hearing; six people submitted written comments and five people gave oral comment. Additional written comments were emailed or mailed to project staff.

The comments received at the June 23, 2016 hearing are summarized below:

Comments related to the proposed transportation improvement lists:

- General support for bike lanes and transit projects
- Desire for the Specific Plans to address transportation improvements for the LAX Northside Development Project
- Opinion that parking is difficult near Exposition and Sepulveda

Comments regarding traffic congestion:

- New development on the Westside should halt until congestion is "solved"
- o Opinion that some congestion issues are due to traffic light timing
- Congestion on the Westside is not only generated from local trips, anyone who uses the roads should pay for the improvements

Comments regarding the TIA fee amount and credit opportunities:

- The fee amount is fair and comparable to fees in other cities
- General support for the affordable housing exemption
- Concern about the combined impact of multiple development fees; the TIA fee should consider other development impact fees
- The fee for new single family development will negatively impact housing affordability;
 the fee amount should be lowered
- There should be no development incentives at all, even for affordable housing

Comments

Below are responses to common comments received throughout the development of the Proposed Project that are not otherwise addressed in the body of this report.

1. Comment: The Specific Plan update effort should update how the City and LADOT conduct traffic studies, analyze transportation impacts under CEQA, and implement neighborhood traffic management programs.

Response: The Proposed Project updates the contents of the two Specific Plans, which specifically include updates to the list of transportation improvements, the TIA fee schedule, TIA fee exemptions and credits, and any requirements or procedures related to the aforementioned topics.

Traffic Studies

The TIA fee calculations are separate from traffic studies or traffic impact determinations. The Specific Plan updates will not prescribe how traffic impact studies are conducted for

development projects (including how trip generation rates are calculated, trip monitoring is conducted, travel demand management mitigation is prescribed and neighborhood protection programs are implemented).

CEQA Analysis

The Specific Plan updates will not change what constitutes a significant CEQA impact for development projects. The TIA fee calculations are not related a development project's CEQA impacts; rather the TIA fee requirement is in addition to any mitigation required under CEQA.

Neighborhood Traffic Management Programs

LADOT implements neighborhood traffic management programs (also referred to as neighborhood traffic protection programs) in communities throughout the City in order to deter or minimize traffic from traveling through local streets and to encourage instead the use of the arterial street system. While the TIA fee may help fund neighborhood traffic management projects or programs to specifically mitigate impacts resulting from the transportation improvements within the two Specific Plan areas, the proposed Specific Plan updates will not prescribe how neighborhood protection programs are implemented or which street classifications are eligible for consideration for neighborhood protection program.

2. Comment: The proposed TIA fee credits incentivize new development and density around transit at the expense of other important uses. The TIA fee program also encourages increased density without addressing the need for adequate infrastructure.

Response: The Proposed Project is not a land use plan and does not propose any zoning or land use changes, including rezoning near transit or rezoning of commercial or industrial lands. The CTCSP and WLA TIMP would not change what is allowed under current zoning regulations.

The CTCSP and WLA TIMP are transportation funding mechanisms which respond to current land use trends by requiring new development to contribute towards infrastructure needs. The CTCSP and WLA TIMP represent planning for transportation infrastructure investment to accommodate anticipated growth, as is directly called for in the Framework Element's Land Use Policy 3.3.2.

3. Comment: A Fee on new residential development will be passed on to the consumer and will increase the cost of living on the Westside.

Response: As concluded in the feasibility analysis, given the overall magnitude of development costs and development project value, the TIA fee is unlikely to affect market dynamics and development decisions. Secondly, over time, development impact fees are likely to be absorbed in the price of land. In addition, any reductions in land values resulting from TIA fees will at least be partially off-set by the likely benefit to property values from improved regional mobility.

Furthermore, the fee program funds affordable alternatives to driving, such as transit and bicycle facilities, and could reduce annual household costs associated with driving.

4. Comment: Members of the public suggested various additions and alternatives to improvements on the proposed lists of transportation improvements.

Response: The proposed transportation improvements were developed through a community outreach process that included members of the community as well as transit providers and local jurisdictions. Throughout the outreach process members of the community have voiced support for the proposed list of improvements and have also suggested specific locations and

implementation details for some of the improvements on the list that do yet have specific location criteria (such as mobility hubs or bike share stations). Others have suggested alternatives to individual improvements or additions to the lists. Suggestions have included "solar hybrid monorail" in place of bus rapid transit, streetcar in place of rapid bus service, converting the street grid into a network "flow boulevards" which consist of one-way streets and grade separated inspections, fare subsidies for students, bus circulators for particular communities, and additional bicycle connections including a bike bridge across the Ballona Creek. These suggestions were taken into consideration and where feasible, they were incorporated into the project list. Many suggestions were not financially feasible for a TIA fee program and therefore are not included in the Proposed Project. However, it should be noted that the lists of improvements may be updated over time as transportation priorities and technologies evolve.

5. Comment: Secondary dwelling units should not be charged a fee.

Response: Accessory Dwelling Units (ADUs) built on single family lots will be exempt from the TIA fee. Development of these units provides additional housing capacity consistent with City policies. The proposed exemption of secondary dwelling units supports broader citywide policies aimed at encouraging the creation of such units.

APPENDIX A: TIA Fee Tables

Table A-1: Recommended TIA Fees for the CTCSP and WLA TIMP

	Recommended TIA Fees						
LAND USE		FEE RATE					
Residentia	Ĭ						
Single I	Family (including Small Lot Subdivisions)	\$8,847	per du				
Apartm	ent: Low-Rise and Mid-Rise	\$4,646	per du				
Apartm	ent: High-Rise (>10 Stories)	\$2,804	per du				
Condor	minium/Townhouse: Low-Rise and Mid-Rise	\$6,248	per du				
Condor	minium/Townhouse: High-Rise (>10 Stories)	\$3,044	per du				
Hotel	Hotel \$5,452						
Retail							
Retail	=< 250,000 SF	\$13.35	per sf				
Retail	> 250,000 SF - 800,000 SF	interpolate					
Retail	> 800 KSF	\$16.90	per sf				
Office							
Office	=< 50,000 SF	\$25.00	per sf				
Office	> 50,000 SF - 250,000 SF	interpolate					
Office	> 250,000 SF	\$16.75	per sf				
Industrial							
Industri	al	\$10.98	per sf				
Manufacturing		\$9.43					
Wareho	-	\$4.13					
Mini-W	arehouse	\$3.36	10				
Cargo Facilities (LAX) \$7.88			1.7				
Maintenance Facilities (LAX) \$2.20 p							

sf: square feet du: dwelling unit

Industrial Land Uses (per square foot)

Mini-Warehouse (or Self-Storage)

Maintenance Facilities (LAX)

Industrial

Manufacturing

Cargo Facilities (LAX)

Warehouse

\$10.98

\$9.43 \$4.13

\$3.36

\$7.88

\$2.20

Table A-2: Summary of Existing Fees vs. Proposed Fees for the CTCSP and WLA TIMP

2017 WLA TIMP **2017 CTCSP Proposed Fees** Residential Land Uses (per room) \$2,680 \$6,098 \$5,452 Commercial Land Uses (per square foot unless otherwise noted) Retail =< 250,000 SF \$1 to \$17 \$21 to \$43 \$13.35 Retail > 250,000 SF - 800,000 SF \$1 to \$14 \$29 to \$37 interpolate Retail > 800 KSF \$1 to \$17 \$21 to \$27 \$16.90 Office =< 50,000 SF \$8 to \$10 \$25.00 \$24 Office > 50,000 SF - 250,000 SF \$5 to \$7 \$17 to \$24 interpolate Office > 250,000 SF \$4 to \$5 \$17 \$16.75 Medical Office \$14.39 \$34 same as office \$10,454 Hospitals (per bed) \$4,302 exempt

\$3.46

\$2.64

\$2.61

exempt

n/a

n/a

\$8.71

\$6.97

\$13.94

exempt

Proposed Commercial TIA Fees Compared to Summary of Current Fees

Note 1: This table does not display the numerous local serving use exemptions that are currently in effect for specific retail and commercial uses in the CTCSP and WLA TIMP areas. Examples of local serving uses that are currently exempt include gas stations, shopping centers of less than 30,000 square feet, supermarkets, and restaurants.

Note 2: Under the currently effective CTCSP and WLA TIMP, there are numerous sub-categories within the retail and office categories. For the purposes of this comparison chart, these fee amounts are displayed as a range.

APPENDIX B: Additional Information on the Proposed Amendments

This Appendix B provides additional information regarding the fees in other jurisdictions, fee methodology, the cumulative effects of development impact fees, the relationship of the proposed fees to the City's housing goals, and the proposed administrative amendments.

TIA FEES IN OTHER CITIES

TIA fees in the City of Los Angeles were compared to other nearby Cities. Table B-1 presents trip fees that have been adopted by other cities in Los Angeles County and California (see Appendix A for more information). For comparison purposes, the data have been normalized to a "per dwelling unit" or "per square foot" basis and allocated by specific land uses. Looking specifically at jurisdictions that might compete for economic development in the Westside area, Table B-1 shows how the current CTCSP and WLA TIMP TIA fees compare to nearby and/or similar areas for development. (See page 61 of the Nexus Study for an expanded list of transportation impact fees in California).

Table B-1: Transportation Impact Fees in Neighboring Jurisdictions

Jurisdiction	Single Family	Multifamily	Office	Industrial	Retail
	Per DU	Per DU	Per SF	Per SF	Per SF
Culver City	n/a	n/a	\$1.00	\$1.00	\$1.00
El Segundo	n/a	n/a	\$3.82	\$2.51	\$9.62
Long Beach	\$1,125	\$1,125	\$3.00	n/a	\$4.50
Pasadena	\$8,905	\$3,448	\$8.13	\$1.13	\$10.79
Santa Monica	\$8,812	\$3,728	\$12.20	\$1.47	\$34.01
West Hollywood	\$448	\$448	\$1.85	n/a	\$1.85
Marina del Rey	n/a	\$4,552	\$8.53	\$3.85	\$16.31
Current CTCSP	\$0	\$0	\$17 to \$33	\$2.50 to \$13.80	\$21 to \$42
Current WLA TIMP	\$0	\$0	\$8 to \$14	\$2.60 to \$3.40	\$0.55 to \$13.80
Proposed CTCSP/WLA TIMP	\$8,847	\$2,804 to \$6,248	\$16.75 to \$25	\$2.20 to \$10.98	\$13.36 to \$16.90

SF = Square Feet DU = Dwelling Unit

MODERNIZE FEE

Using VMT to Establish a Nexus for Updated Fees

The traditional approach to transportation fee studies uses automobile Level of Service (LOS) as a performance measure for the transportation system. However, LOS, which measures vehicle delay (i.e. congestion), is not a suitable performance metric for multimodal transportation improvements like those included in the Proposed Project. Therefore, alternative performance measures such as VMT and vehicle trips were used instead to establish a nexus, measure the transportation impacts of new development, and gauge the effectiveness of the proposed mobility improvements. The proposed VMT-based TIA fee methodology accounts for the number of

average daily trips for each land use category, as well as trip length and purpose⁸, to approximate the total transportation impact of each land use.

Other New or Recently Updated Impact Fees

In addition to the TIA fees for the Westside, the City has recently updated or proposed impact fees to address a variety of goals and policy objectives for the City as a whole, in particular the need for park space and affordable housing for low income households. The following cumulative impacts and benefits of multiple development fees were considered as part of the TIA fee update.

- Modernized Parks Fee. In September 2015, the Council adopted amendments to modernize the City's parks fees to address the City's need for recreation and open space. Under the new Parks Fee structure, a maximum one-time fee of \$10,000 is charged for new residential subdivision projects (i.e. single family homes and condominiums) and \$5,000 for new residential non-subdivision projects (i.e. for-rent apartments). As described in the economic analysis for the Parks Fee (Case No. CPC-2015-2328-CA-GPA), the adopted fee amounts are modest and allow for other potential future mitigation fees on residential development to coexist with Parks Fees.
- Affordable Housing Linkage Fee (AHLF). In October 2015, Mayor Eric Garcetti announced support for an effort to implement an affordable housing impact fee to establish a new dedicated stream of funding for affordable housing activities. In December 2017 City Council adopted a fee schedule that is responsive to the varying strength real estate markets throughout the City. The Westside market was identified as one of the strongest residential and commercial markets in the City and is correspondingly assessed the highest linkage fee of \$5 per square foot for commercial use and \$15 per square foot for residential use.

Fee Exemptions and Credits Support City's Housing Goals

TIA fee exemptions and credits are proposed for two dwelling unit types in order to support city policies focused on providing housing to accommodate expected growth.

The TIA fee exemption and credit provisions for on-site affordable units encourages the integration of below-market units into otherwise market-rate residential projects and ensures that 100% affordable projects will not bear a burden of additional fees.

Accessory Dwelling Units (ADUs) built on single family lots are also exempt from TIA fees. ADUs provide additional housing capacity consistent with City policies. While legal to build today, the provisions regulating ADUs are proposed to be further updated in order to remove obstacles and encourage their broader development. A proposed exemption of ADUs supports citywide policies aimed at encouraging the creation of such units.

OTHER PROPOSED AMENDMENTS TO THE SPECIFIC PLANS

Proposed policy, procedural and administrative amendments are consistent with transportation policies in the City's General Plan Elements and are compatible with other City plans, policies,

⁸ The following example illustrates how "trip purpose" is factored into the determining transportation impacts. The purposes of a vehicle trip may be to return home from work. However, the drive home may include a stop at a neighborhood grocery store. This trip to the grocery store is not considered a "new" trip because it is linked to the trip home from work; It is considered a "pass by trip." For the purpose of calculating TIA fees, pass by trips do not count towards the average trip generation of land uses.

and regulations, including LADOT's forthcoming update to the City's Traffic Study Policies and Procedures and

Align CTCSP and WLA TIMP Procedures and Stated Purposes

The proposed amendments eliminate procedural differences between the two Specific Plans in order to clarify expectations for applicants, simplify the application process, and streamline staff implementation of the TIA fee programs. With the exception of geographically specific provisions regarding fee requirements for the Los Angeles Airport (CTCSP) and credit provisions relating to the proposed ECTNP (WLA TIMP), the two Specific Plans Ordinances propose identical purposes, policies and procedures. Elements of the two plans that have been amended and aligned include definitions, terminology, stated purposes, TIA fee amounts and calculation methods, TIA fee exemptions, TIA fee credit opportunities, fee payment procedures, appeal procedures and appellate bodies.

Traffic Study Policies and Procedures

Per SB 743, LADOT's Traffic Study Policies and Procedures are currently being updated to reflect how transportation is analyzed under CEQA. The proposed amendments direct applicants within the CTCSP and WLA TIMP areas to the citywide traffic study guidelines. This proposed amendment will simplify plan administration and will also allow the Westside to benefit from LADOT's current effort to update the city's approach to transportation analysis per SB 743.

Appeals

The proposed appeals procedures clarify that only TIA fee determinations may be appealed and that only an applicant may initiate the appeal.

Administrative Fee Resolution

The TIA fee schedules, the lists of transportation improvements, and guidelines for administering the fee programs are outlined in a resolution accompanying the Specific Plan Ordinances. While the Specific Plans serve as enabling ordinances which establish the mitigation fee programs, the Administrative Fee Resolution establishes the fee amounts and the specific transportation improvements that are eligible for funding through the program.

Future Updates to the List of Improvements

The Specific Plans acknowledge that the City cannot anticipate all future transportation conditions, technologies, opportunities and constraints and therefore, provide for some flexibility. The list of transportation projects may be updated from time to time if the City Council, upon recommendation by LADOT and DCP, has determined that the improvements are consistent with the objectives of the Specific Plans.

Relationship to the Proposed Expo Corridor Transit Neighborhood Plan (ECTNP)

The Proposed Specific Plan updates were developed inconsideration of the draft ECTNP and the proposed TOD public benefits provisions included therein. In order to ensure that individual development projects are not subject to redundant or onerous requirements that aim to accomplish the same objective of providing transportation improvements, the provision of eligible improvements may satisfy both the TIA fee requirement and public benefits requirements that may be part of a the proposed ECTNP.

APPENDIX C: Acronyms

AB 1358 Assembly Bill 1358 (2008), Complete Streets Act

AB 3005 Assembly Bill 3005 (2008), Reduced Traffic Impact fees for Transit-

Oriented Development

AB 32 Assembly Bill 32 (2006), Global Warming Solutions Act

ADU Accessory Dwelling Unit

AHLF Affordable Housing Linkage Fee

AMI Area Median Income

ATSAC Automated Traffic Surveillance and Control

BRT Bus Rapid Transit

CEQA California Environmental Quality Act

CPC City Planning Commission

CTCSP Coastal Transportation Corridor Specific Plan

DASH LADOT's Bus Service

DCP/LADCP Los Angeles Department of City Planning
DOT/LADOT Los Angeles Department of Transportation

GHG Greenhouse Gas Emissions

HIN High Injury Network, per LADOT's Vision Zero

ITS Intelligent Transportation Systems

LOS Automobile Level of Service

MP 2035 Mobility Plan 2035

NEN Neighborhood Enhanced Network, per Mobility Plan 2035

OPR California Office of Planning and Research

SB 375 Senate Bill 375 (2008), Sustainable Communities Act

SB 743 Senate Bill 743 (2013), Updating Transportation Impacts Analysis in

CEQA

SCS Sustainable Communities Strategy, per SB 375

TAC Technical Advisory Committee

TDM Transportation Demand Management
TIA Transportation Impact Assessment (fee)

TOD Transit Oriented Development

VMT Vehicle Miles Traveled

WLA TIMP West Los Angeles Transportation and Improvement and Mitigation Plan